

Message Text

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USDEL MBFR VIENNA

USNMR SHAPE

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S E C R E T SECTION 1 OF 3 USNATO 1369

MINIMIZE CONSIDERED

E.O. 11652: GDS

TAGS: PARM, MPOL, NATO

SUBJ: MBFR: DATA STUDIES/NATO FORCE PLANNING DATA BASE

A) USNATO 7095 DTG 241145Z DEC 74 (NOTAL); B) USNATO 140 DTG

151635Z JAN 75 (NOTAL); C) STATE 8270 (NOTAL); D) USNATO 220

DTG 171745Z JAN 75 (NOTAL); E) USNATO 685 DTG 072000Z FEB 75;

F) USNATO 1011 DTG 241930Z FEB 75; G) STATE 47536

1. MBFR STAFF GROUP HAS CIRCULATED DRAFT PAPER (AC/276-WP(75)6 ENTITLED "MBFR DATA-ASSESSMENT AND PUBLICATION OF FORCE STRENGTHS". THIS PAPER (TRANSMITTED AT END OF THIS MESSAGE) PICKS UP QUESTIONS BY UK AND CANADIAN REPS AT RECENT WG MEETINGS REGARDING USE OF "ACTUAL STRENGTHS" AS THE BASIS OF COUNTING MANPOWER IN THE CONTEXT OF MBFR. IT PROVIDES BACKGROUND ON USE OF THIS TERM AND THE WAY IN WHICH NATO ARRIVES AT ITS ESTIMATES OF NATO AND WP STRENGTHS.

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2. AT INITIATIVE OF SGDS CHAIRMAN (BRANSON), PAPER DEVELOPS TWO RECOMMENDATIONS. FIRST, IN PARAS 13 AND 14, IT RECOMMENDS USING TERM "MEAN STRENGTH OF ACTIVE DUTY PERSONNEL IN THE CALENDAR YEAR" INSTEAD OF TERM "ACTUAL STRENGTH", IN DESCRIBING NATO ASSES-

SMENTS OF NATO AND WP STRENGTHS. WHILE WORDING OF PARAS 13 AND 14 IS UNCLEAR, SGDS CHAIRMAN SAYS HE IS SUGGESTING ADOPTION OF A TERM THAT MORE ACCURATELY CHARACTERIZES NATO ASSESSMENTS OF NATO AND WP STRENGTHS. HE IS NOT PROPOSING TO CHANGE THE ASSESSMENTS OR THE SYSTEM FOR PRODUCING ASSESSMENTS.

3. PARAS 15 THROUGH 19 OF PAPER LIST FIVE BASIC MBFR DATA PUBLICATIONS WHICH SGDS CHAIRMAN BELIEVES SHOULD BE MAINTAINED AND UPDATED ON A REGULAR BASIS: THE BLUE BOOK; GROSS NATO AND WP MANPOWER STRENGTHS IN THE NGA (I.E. AC/276-D(75)2); AVAILABILITY OF NATO AND WP GROUND AND AIR FORCE COMBAT UNITS IN CENTRAL REGION (I.E. AC/276-WP(75)3 A DOCUMENT IN WHICH ONLY UK HAS EXPRESSED INTEREST); WP FORCES IN NGA (I.E. MCM-86-74); AND NATO COMPANION DOCUMENT TO MCM. IN PARA 19 PAPER SUGGESTS NATO COMPANION DOCUMENT TO MCM BE UPDATED AND PUBLISHED ANNUALLY. MISSION OFFICERS HAVE MADE CLEAR IN WG AND SGDS U.S. DESIRE THAT COMPANION DOCUMENT BE UPDATED SEMI-ANNUALLY.

4. STAFF GROUP PAPER HAS NOT BEEN DISCUSSED IN WG. (IT IS NOT RELATED TO WG DATA STUDY PROMPTED BY DUTCH SPC PAPER.) ACTING CHAIRMAN PLANS TO PLACE THIS PAPER ON WG AGENDA IN EARLY APRIL. MISSION WILL SEEK GUIDANCE FOLLOWING INITIAL WG DISCUSSION IF WG APPEARS INCLINED TO TAKE DECISION ON STAFF GROUP RECOMMENDATIONS.

5. MBFR STAFF GROUP HAS ALSO CIRCULATED A CORRECTED VERSION OF MAJOR GROUND AND AIR FORCE NATO AND WP COMBAT UNITS AVAILABILITY STATUS IN PEACETIME LOCATION IN CENTRAL REGION-1974, AC/276-WP(75)3(2ND REVISE) DATED FEBRUARY 21 (POUCHED). STAFF GROUP HAS PUBLISHED AS AN APPROVED WG PAPER REVISED ASSESSMENT OF MANPOWER STRENGTHS OF NATO AND WP FORCES IN NGA - PERIOD 1974 (AC/276-D(75)2) POUCHED. D(72)2 SUPERSEDES AC/276-WP(75)5 (REFS F AND G).

6. IS/IMS HAVE REMINDED MISSION OFFICERS ON SEVERAL OCCASIONS OF FEBRUARY 28 DUE DATE FOR U.S. RESPONSE TO NATO FORCE PLANNING
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DATA BASE (REFS A-D) AND MARCH 21 DUE DATE FOR U.S. RESPONSE TO AC/276(SGDS)-N/30, NATO FORCES COMPANION VOLUME TO MCM-86-74. SINCE U.S. HAS PROMOTED COMPANION DOCUMENT TO MCM, AND SINCE WE MAY NEED TO ENCOURAGE OTHERS TO PROVIDE RESPONSE TO N-30, IT WOULD BE HELPFUL IF WASHINGTON CAN SUBMIT U.S. RESPONSE BY DUE DATE.

7. BEGIN TEXT OF STAFF GROUP PAPER: (AC/276-WP(75)6:

INTRODUCTION

AT RECENT MBFR WORKING GROUP MEETINGS, A FEW MEMBERS EXPRESSED THEIR AUTHORITIES' CONCERN OVER THE APPROPRIATENESS OF USING "ACTUAL STRENGTHS" AS THE BASIS FOR COUNTING MANPOWER IN THE CONTEXT OF MBFR. FURTHER, A QUESTION WAS RAISED AS TO

MBFR DATA REQUIREMENTS FOR THE FORESEEABLE FUTURE, HOW THESE SHOULD BE DISPLAYED AND HOW FREQUENTLY.

2. THE PURPOSE OF THIS PAPER IS TO DISCUSS THE CONSIDERATIONS WHICH LED TO THE ALLIANCE ADOPTING "ACTUAL STRENGTHS" AS THE BASIS FOR COUNTING MANPOWER STRENGTHS; TO EXAMINE THE FACTORS RELATING TO THE USE OF "ACTUAL STRENGTHS"; AND TO SUGGEST POSSIBLE DATA PUBLICATIONS FOR THE FUTURE.

BACKGROUND TO NATO ADOPTING "ACTUAL STRENGTHS"

3. TWO PAPERS(1) WERE PUBLISHED ON THE SUBJECT OF "ACTUAL" VERSUS "WAR AUTHORIZED STRENGTHS". UP TO A POINT THEY ADVISED USING "AUTHORIZED PEACETIME STRENGTHS" BUT NONETHELESS DISCUSSED THE MERIT OF USING "ACTUAL STRENGTHS" EXPLAINING THAT:

(A) PERCENTAGE REDUCTIONS OF PERSONNEL NEGOTIATED ON A "WAR AUTHORIZED STRENGTH" BASIS WOULD, COMPARED WITH "ACTUAL" BASIS, PROPORTIONATELY INCREASE NATO PERSONNEL REDUCTIONS MUCH MORE THAN WP PERSONNEL REDUCTIONS; AND

(B) BY USING "ACTUAL STRENGTHS" NEITHER SIDE COULD AVOID REAL MANPOWER REDUCTIONS WHEREAS IF "WAR AUTHORIZED STRENGTHS" WERE USED REDUCTIONS COULD RESULT IN NOTHING MORE THAN PAPER TRANSACTION.

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(1) AC/276-WP(71)6, DATED 12TH MARCH, 1971; AND
AC/276-WP(72)24, DATED 29TH MAY, 1972.

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4. AT THEIR MEETING(1) ON 8TH DECEMBER, 1972, MINISTERS
TOOK NOTE OF THE MBFR WORKING GROUP PROGRESS REPORT(2) WHICH
HAD BEEN APPROVED BY THE COUNCIL(3) FOR TRANSMISSION TO MINISTERS.
HOWEVER, THE UNITED STATES RESERVED ITS POSITION ON THE REPORT.
PARAGRAPH 21 OF THE PROGRESS REPORT(2) STATES:

"....WE ARE AGREED THAT, WHILE IT IS NECESSARY
FOR NATO ALLIES' NEGOTIATORS AND SUPPORTING STAFFS
TO BE FULLY INFORMED OF WAR AUTHORIZED STRENGTHS
AND OF THE RELATIONSHIP BETWEEN THOSE WAR AUTHORIZED
STRENGTHS AND ACTUAL STRENGTHS AT M-DAY, IT WOULD
NOT BE PRACTICAL NOR POLITIC TO ENTER INTO NEGOTIATIONS
TO REDUCE WAR AUTHORIZED STRENGTHS. SINCE ACTUAL
STRENGTHS FOR NATO ARE GENERALLY LOWER THAN WAR
AUTHORIZED STRENGTHS, SMALL PERCENTAGE REDUCTIONS
FROM A BASE OF WAR AUTHORIZED STRENGTHS MIGHT IN SOME
CASES NOT RESULT IN ANY REDUCTIONS ACTUALLY BEING
CARRIED OUT, WHICH WOULD BE INCONSISTENT WITH THE
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OBJECTIVES OF MBFR. MOREOVER, THE USE OF WAR
AUTHORIZED STRENGTHS IN NEGOTIATIONS COULD REVEAL
INFORMATION OF GREAT VALUE TO A POTENTIAL ENEMY AND,
FURTHER, COULD RESTRICT THE ALLIES' POWERS, AFTER
AN AGREEMENT WERE ATTAINED, TO MAKE DEFENCE PLANS
TO MEET CHANGING CIRCUMSTANCES. WE ARE THEREFORE,
CONTINUING OUR TECHNICAL STUDIES ON THE APPROACH TO
MBFR, ON THE UNDERSTANDING THAT EXPLORATIONS AND
NEGOTIATION WILL DISCUSS REDUCTIONS IN "ACTUAL
STRENGTHS".

FACTORS RELATING TO THE USE OF "ACTUAL STRENGTHS"

5. ANNUAL STRENGTH RETURNS - NATO GROUND FORCES

(A) ACTUAL STRENGTH AS AT 31ST DECEMBER. THE MBFR
WORKING GROUP ACCEPTED THIS DATE FOR THE FOLLOWING
REASONS: THE DATES FOR THE INTAKE AND RELEASE OF
CONSCRIPTS VARIES BETWEEN COUNTRIES EXCEPT AT THE
END OF THE YEAR AT WHICH TIME THERE IS A MORE STABLE
SITUATION; AND THIS REPORTING DATE COINCIDES WITH THE
DEFENCE PLANNING QUESTIONNAIRE (DPQ) AND THE ANNUAL
DEFENCE PLANNING REVIEW WHICH CALLS FOR END YEAR

INFORMATION ON STATUS OF FORCES.

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- (1) C-M(72)81(REVISED), 23RD JANUARY, 1973.
 - (2) AC/276-D(72)6, 16TH NOVEMBER, 1972.
 - (3) C-M(72)81(REVISED), 27TH NOVEMBER, 1972.

(B) ANNUAL STRENGTH RETURNS. DURING OCTOBER/NOVEMBER THE INTERNATIONAL STAFF REQUEST NATIONS TO SUBMIT BY THE END OF FEBRUARY THE NECESSARY INFORMATION NEEDED TO UPDATE DATA HELD IN THE NATO FORCE PLANNING DATA BASE. MODS NORMALLY START PREPARING THEIR INPUTS IN OCTOBER, CONSEQUENTLY THE ACTUAL STRENGTH AS AT 31ST DECEMBER IS AN ESTIM. SINCE A NUMBER OF CONSCRIPTS ARE RELEASED IN DECEMBER AND THE NEW INTAKE NOT PROCESSED UNTIL EARLY JANUARY,

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MOST COUNTRIES INCLUDE IN THEIR ACTUAL STRENGTH RETURN FOR 31ST DECEMBER THE JANUARY INTAKE. NOT ALL COUNTRIES REPORT "ACTIVE DUTY ACTUAL STRENGTHS": FOR EXAMPLE, THE UK INCLUDES IN ITS MANPOWER STRENGTH FOR FORCES IN THE NGA THOSE PERSONNEL TEMPORARILY EMPLOYED IN NORTHERN IRELAND; THE US SUBMITS ITS AUTHORIZED PEACETIME STRENGTH FOR ITS FORCES IN THE NGA WHEREAS THE ACTUAL STRENGTH IS LOWER; AND THE FRG PROVIDES A "MEAN" STRENGTH WHICH LIES AT SOME POINT BETWEEN ITS PEAK AND LOWEST ACTUAL STRENGTHS REACHED IN THE COURSE OF A CALENDAR YEAR.

6. STRENGTH RETURNS - NATO AIR FORCES. GROSS FIGURES OF "ACTUAL" MANPOWER STRENGTHS HAVE BEEN OBTAINED IN THE PAST BY MEANS OF SPECIAL QUESTIONNAIRES AND FROM DPQS. AN EFFORT TO OBTAIN MORE DETAILED DATA IS IN PROGRESS(1) BUT IT IS TOO EARLY TO COMMENT FURTHER.

7. NATO ASSESSMENT OF WP STRENGTHS. NATO'S ASSESSMENT OF WP GROUND AND AIR FORCES STRENGTHS IS MADE AS A RESULT OF PERIODIC INTELLIGENCE CONFERENCES AT NATO HQ. AS MCM-86 74 OF 2ND DECEMBER, 1974, SAYS: "IN COMPILING THESE (WP) FIGURES IT HAS BEEN NECESSARY TO ACCEPT CERTAIN COMPROMISES. THE GROUND FIGURES REPRESENT NATIONAL DIFFERENCES IN FIGURES FOR DIVISIONS BETWEEN 2 PCT AND 5 PCT. FOR SOME INDIVIDUAL UNITS LESS EASILY OBSERVED, THE UNCERTAINTY COULD AMOUNT TO 10 PCT. THE ESTIMATES FOR AIR MANPOWER FOR OPERATIONAL UNITS COULD BE VIEWED WITH SOME CONFIDENCE. HOWEVER, THERE IS LESS CONFIDENCE IN THE MANPOWER ESTIMATES IN OTHER AREAS". THIS STATEMENT SUPPORTS PREVIOUS WORKING GROUP COMMENTS(2) THAT THERE COULD BE UP TO A 10PCT MARGIN OF ERROR IN NATO'S ASSESSMENT OF WP MANPOWER STRENGTHS.

8. FOR ALL WP FORCES IN THE NGA, STRENGTHS ARE BASED ON

NATO AGREED INTELLIGENCE OF ESTIMATED "ACTUAL STRENGTHS" DERIVED
FROM EVIDENCE. FOR ALL OTHER WP FORCES OUTSIDE THE NGA,
STRENGTHS ARE BASED ON PEACETIME ESTABLISHED STRENGTHS LESS
SOME ARBITRARY AVERAGE PERCENTAGE AGREED TO BY NATIONAL

(1) AC/276(SGDS)-R/30, 6TH JANUARY, 1975

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(2) AC/276-D(74)8, PARAGRAPH 16

INTELLIGENCE EXPERTS; FOR EXAMPLE, CATEGORY A DIVISIONS VARY
IN TERMS OF PEACETIME MANNING LEVELS FROM FULL STRENGTH DOWN
TO ABOUT THREE QUARTERS; CATEGORY B DIVISIONS VARY IN PEACETIME
MANNING AVERAGING LITTLE MORE THAN ONE-HALF STRENGTH; AND
CATEGORY C DIVISIONS MANNING LEVELS IN PEACETIME RANGE FROM
ABOUT ONE-FIFTH TO ABOUT ONE-THIRD OF FULL STRENGTH. IT SHOULD
BE NOTED THAT AT A BILATERAL BETWEEN THE FRG REPRESENTATIVE
HOFFMAN AND THE POLISH DELEGATE WOJTOWICZ IN DECEMBER 1973(1),
WOJTOWICZ SAID THAT WESTERN DATA WAS, ON THE WHOLE, CORRECT
WITH THE EXCEPTION OF SOVIET GROUND FORCES. WOJTOWICZ SAID THAT
WESTERN FIGURES WERE TOO HIGH ALTHOUGH NOT DRAMATICALLY SO, BUT
WERE IN ERROR OVER 5,000 MEN. HE ALSO MENTIONED THAT THE
REASON WESTERN FIGURES WERE TOO HIGH PROBABLY WAS BECAUSE THE
WEST ASSUMED ALL SOVIET UNITS WERE FULLY MANNED WHEREAS SOME OF
THEM WERE AT CADRE STRENGTH.

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9. IT SHOULD BE BORNE IN MIND THAT IT IS THE ALLIED INTENTION TO NEGOTIATE FOR THE REDUCTION OF WP UNITS CONSEQUENTLY, INACCURACIES IN UNIT MANPOWER STRENGTH LOSE IMPORTANCE.

10. MAJOR EQUIPMENTS. THERE IS VERY LITTLE DIFFERENCE BETWEEN "ACTUAL", "AUTHORIZED PEACETIME" AND "WAR AUTHORIZED" EQUIPMENT STRENGTHS, WHETHER NATO OR WP.

11. MANPOWER FLUCTUATIONS. THE TRAINING OF RESERVISTS AND OF REINFORCEMENT FORCES IN THE NGA DOES NOT AFFECT THE COUNT OF MANPOWER STRENGTHS AS THESE FORCES WILL NOT BE ADDRESSED AS FORCES TO BE WITHDRAWN OR DISBANDED. HOWEVER, PERIODIC FLUCTUATIONS IN MANPOWER DO OCCUR AS A RESULT OF CONSCRIPTION AND TROOP ROTATIONS.

12. CONCLUSIONS DRAWN FROM PARAGRAPHS 5 THROUGH 11

(A) NATO NATIONS INTERPRET THE REQUIREMENT TO REPORT
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"ACTUAL STRENGTHS"DIFFERENTLY.

(B) IS IS NOT POSSIBLE TO SAY THAT NATO ESTIMATES OF ITS OWN STRENGTH ARE CURRENTLY COMPARABLE DIRECTLY WITH THOSE IF ITS ESTIMATES OF WP STRENGTH IN TERMS OF THE METHOD OF ASSESSMENT.

(C) THERE IS LITTLE DIFFERENCE BETWEEN "AUTHORIZED PEACETIME STRENGTHS" AND "ACTUAL STRENGTHS", HOWEVER, EITHER ONE IS PREFERABLE TO USING "WAR AUTHORIZED STRENGTHS" TO PORTRAY CURRENT NATO AND WP FORCE STRENGTHS IN MBFR NEGOTIATIONS.

(D) SOME FLUCTUATIONS IN BOTH NATO AND WP FORCES WILL OCCUR DURING A CALENDAR YEAR AS A RESULT OF CONSCRIPTION/ROTATION OF TROOPS.

(1) MESSAGE IMS/SH/13/75 OF 14TH FEBRUARY, 1975

13. POSSIBLE COUSES OF ACTION FOR NATO. NATO CAN EITHER:

(A) CONTINUE TO TABLE ITS ASSESSMENT OF NATO AND WP STRENGTHS ON THE BASIS TO WHICH IT IS AT PRESENT COMMITTEE, I.E., "ACTUAL STRENGTHS";
OR

(B) ASSESS NATO AND WP STRENGTHS BASED ON ESTIMATED "MEAN STRENGTH OF ACTIVE DUTY PERSONNEL IN THE CALENDAR

YEAR". THIS WOULD EXCLUDE ALL RESERVISTS/TERRITORIALS, SHORT-TERM CALL-OUTS AND SHORT LEAVE PERSONNEL, BUT WOULD INCLUDE ALL PERSONNEL ON LEAVE, ON COURSES, IN HOSPITAL OR SERVING IN CENTRAL AGENCIES, IN TRI-SERVICE OR INTERNATIONAL HQ'S OR FORMATIONS.

14. IT IS CONSIDERED THAT THE COURSE OF ACTION SHOWN IN SUB-PARAGRAPH 13(B) SHOULD BE ADOPTED, ESPECIALLY SINCE SOME COUNTRIES ARE LIKELY TO CONTINUE SUBMITTING THEIR STRENGTH RETURNS BASED ON OTHER THAN "ACTUAL STRENGTHS".

SUGGESTED OFFICIAL MBFR DATA PUBLICATIONS
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15. "DATA ON NATO AND WARSAW PACT GROUND FORCES". (THE NATO "BLUE BOOK"). TO PROVIDE NATO AGREED DETAILED DATA ON ALL NATO AND WP GROUND FORCES INCLUDING MANPOWER AND MAJOR EQUIPMENTS BRIKEN DOWN INTO FOUR CATEGORIES: MAJOR HQ'S, MAJOR COMBAT UNITS, COMBAT SUPPORT UNITS GROUPED BY FUNCTIONAL TYPE, AND SERVICE SUPPORT. THE DATA TABLES WOULD BE UPDATED ANNUALLY. THE "BLUE BOOK" WOULD BE THE BASIC DATA DOCUMENT FOR MBFR STUDIES ON GROUND FORCES.

16. "NATO AND WARSAW PACT MANPOWER STRENGTHS IN THE NGA". TO PROVIDE NATO AGREED GROSS MANPOWER STRENGTH FIGURES FOR NATO AND WP GROUND FORCES AND AIR FORCES IN THE NGA BY COUNTRY. FRENCH FORCES IN THE NGA AND FORCES IN BERLIN WOULD ALSO BE INCLUDED. DATA TABLES FOR NATO FORCES WOULD BE UPDATED AND PUBLISHED BI-ANNUALLY. NO GUARANTEE CAN BE GIVEN TO PRODUCE NATO AGREED WP FORCES MANPOWER STRENGTHS MORE OFTEN THAN ONCE A YEAR (FOLLOWING MC 224 INTELLIGENCE CONFERENCE HELD ONCE ANNUALLY). THE DATA PROVIDED WOULD BE FOR THE INFORMATION AND USE OF THE SPC AND AD HOC GROUP, VIENNA.

17. "AVAILABILITY AND READINESS STATUS OF MAJOR COMBAT UNITS - NATO AND WARSAW PACT FORCES". TO PROVIDE THE AVAILABILITY STATUS OF MAJOR NATO AND WP GROUND AND AIR FORCES COMBAT UNITS STATIONED IN THE CENTRAL REGION AS WELL AS THOSE ASSIGNED OR EARMARKED FOR THIS AREA BUT LOCATED ELSEWHERE. FRENCH FORCES IN THE NGA WOULD ALSO BE INCLUDED. THE DATA TABLES WOULD BE UPDATED AND PUBLISHED ANNUALLY FOLLOWING THE MC 161 INTELLIGENCE CONFERENCE. THE USE OF THIS PAPER WOULD BE AS AN AIDE MEMORE HIGHLIGHTING THE DISPARITIES IN AVAILABILITY/READINESS STATUS BETWEEN THE TWO SIDES.

18. "WARSAW PACT FORCES IN THE NATO GUIDELINES AREA". THIS WOULD BE PRODUCED BY THE IMS INTELLIGENCE DIVISION FOLLOWING MC 224 CONFERENCE AND WOULD CONTAIN DATA ON WP GROUND AND AIR FORCES WITH DETAILS ON AIR DEFENCE, SSM, HELICOPTER AND AIR FORCE UNITS AS WELL AS TANK STRENGTHS. IT WOULD BE UPDATED AND PUBLISHED ANNUALLY. IT WOULD BE USED IN THE DEVELOPMENT OF STUDIES AND POSITION PAPERS FOR MBFR PURPOSES.

19. "NATO FORCES IN THE NATO GUIDELINES AREA". THIS WOULD
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BE THE NATO COMPANION TO THE INTELLIGENCE DOCUMENT MENTIONED
ABOVE (PARAGRAPH 18) AND WOULD COVER THE SAME SUBJECTS AND COVER
THE SAME TIME PERIOD AS SHOWN IN THAT DOCUMENT. IT WOULD BE UP-
DATED AND PUBLISHED ANNUALLY.
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